

**Limited Amendment TranPlan 21 to Comply with
SAFETEA-LU: Draft Policy Statement and Supporting
Background Material**

Task 2.5 – Transportation System Security

Draft Report

prepared for

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Draft Policy Statement – Transportation System Security

SAFETEA-LU requires state long range transportation plans to include a security element that incorporates or summarizes the priorities, goals, or projects set forth in various transit and other plan documentation. This memorandum presents SAFETEA-LU requirements and federal guidance, a summary of integrated security and planning activities being conducted by the state of Montana, and a summary of recommended policy statements that support the Limited Amendment of *TranPlan 21*.

■ SAFETEA-LU Requirements and Federal Guidance

The security and safety planning provisions from previous federal requirements were decoupled in SAFETEA-LU with each receiving more emphasis in the state long-range transportation planning process. The specific SAFETEA-LU language for this requirement follows:

- **23 CFR Section 450.206(a)** – Each State shall carry out a continuing, cooperative, and comprehensive statewide transportation planning process that provides for consideration and implementation of projects, strategies, and services that will address the following factors: (3) Increase the security of the transportation system for motorized and non-motorized users;
- **23 CFR Section 450.214(e)** – The long-range statewide transportation plan should include a security element that incorporates or summarizes the priorities, goals, or projects set forth in other transit safety and security planning and review processes, plans, and programs, as appropriate.

The Federal Highway Administration (FHWA) understands that states are at different stages of addressing and adopting security elements in their planning processes. As with all long range transportation plan elements and because the states very often have unique security priorities, FHWA expects that each state will develop very different security elements to meet this requirement. Therefore, FHWA has stressed the importance of documenting actions such as initiating dialogue with stakeholders through new consultations, and designing and developing plans that meet this SAFETEA-LU requirement.

■ *TranPlan 21* 2002 Update

TranPlan 21 currently includes policy statements, goals, and actions demonstrating MDT efforts to support economic development, traveler safety, access management, land use planning, bicycle and pedestrian transportation, roadway system performance, and public transportation. Many of the policy goals and actions MDT developed for these other

elements are important to transportation system security. These goals, many of which relate directly to interagency consultations, system efficiency, accessibility, reliability, mobility and preservation, are presented below by each relevant element. While not individually listed below, many of the actions that support the highlighted goals are important and relevant to transportation security in Montana.

Economic Development

- **Policy Goal A** – Preserve the efficient functioning of the transportation system used by Montana’s export-oriented (“basic”) industries to access regional, national, and international markets.

The movement of people, trucks, and goods across the Montana-Canadian border, and Montana’s borders with Idaho, Wyoming, and the Dakotas, are relevant to not only Montana’s economy, safety, and roadway system performance, but also to its transportation system security. For example, ensuring the operational efficiency and security of the international border crossings with Canada will help MDT meet the state’s long-term transportation system security needs for major facilities in both rural and urban areas across the state.

Traveler Safety

- **Policy Goal B** – Provide leadership and coordinate with other Montana agencies to improve traveler safety.

MDT developed Montana’s Comprehensive Transportation Safety Plan through an extensive partnering process with federal, state, and regional agency stakeholders. To a large extent, these partners also helped MDT prepare the traveler safety goals and actions of *TranPlan 21* and will continue to form the policy goals, actions, and implementation strategies set forth in the state’s CHSP and Long-Range Transportation Plan. Many of these partners are also involved with transportation system security in Montana. MDT also has an established partnership with the federal and state agencies responsible for Homeland Security in Montana. Building upon these strong agency relationships, MDT will continue to provide leadership and coordination that can be used to link the traveler safety and transportation system security planning in Montana.

Roadway System Performance

- **Policy Goal B** – Preserve mobility for people and industry in Montana.
- **Policy Goal C** – Improve the productivity of the roadway system.

As presented above for economic development, roadway system performance (preservation, operations, mobility, and productivity) can be directly linked to some aspect of transportation system security. In particular, ensuring the operational efficiency and security at the Montana-Canadian border also relates to the mobile, accessible, reliable, and productive performance of the transportation system.

■ Other MDT and Montana Agency Actions

MDT has dedicated staff whose responsibilities include coordinating the department's planning processes with ongoing security planning efforts performed by federal and state agencies. These agencies include the Montana Department of Military Affairs (Disaster and Emergency Services Division and Montana Homeland Security), FHWA, and the Federal Office of Homeland Security. Through this liason, MDT has been participating in Task Forces related to plan development, implementation, and coordination of statewide security activities related to disaster and emergency service plans, hazardous cargo movements and mitigation plans and assessments, and homeland security and all hazards emergency management planning. Example efforts are summarized below.

Montana Disaster and Emergency Service Planning Process

The Montana Department of Military Affairs, Disaster and Emergency Services Division (MT DES) is the lead agency responsible for coordinating comprehensive emergency management in Montana and coordinating efforts of the Department of Homeland Security. The MT DES' vision guides Montana to build disaster resistant communities through customer service, integration of the four phases of emergency management (mitigation, preparedness, response, and recovery), quantifiable risk analysis, and leverage of mitigation through successful response and recovery. The goals of the MT DES include:

1. Ensure that a Comprehensive Emergency Management program exists in Montana to save lives and property including improving planning & training at the local, tribal and state government levels for all hazard emergencies, assisting local governments with response to emergencies and disasters, and interfacing with the federal government to provide technical and financial assistance to the State, local, and tribal communities.
2. Reduce human suffering and enhance the recovery of communities after disaster strikes including assisting communities in recovery from disasters by coordinating volunteer, state and federal resources and encouraging implementation of appropriate mitigation measures at the local level to prevent or reduce impacts of future disasters.
3. Provide quality customer service in all our activities including responding to all inquiries in a timely and professional manner and taking advantage of technology to provide services and information to citizens and local government.

For 2009, the MT DES will implement the following additional goal:

4. Coordinate Homeland Security efforts in the state with cities, counties, tribes, state and federal agencies, private businesses and volunteer organizations.

MDT has and will continue to participate in the ongoing preparation of the Montana Disaster & Emergency Plan managed by the MT DES. This Plan contains several independent reports or plans (referred to as volumes) that are under ongoing

development and revision. MDT participated in the development of the Transportation Plan volume and has provided support in areas such as public information, damage assessment, and individual assistance (shelter needs). Presented below are a few examples of MDT's ongoing participation and leadership in this planning process:

- **Hazardous Materials Response Plan** – This Plan's purpose is to provide an effective and coordinated emergency response for incidents involving the release or potential release of hazardous materials in Montana. MDT's support responsibilities include the general maintenance and preservation of the state maintained highway system and to provide the necessary manpower and resources to perform traffic control, flagging, signing, and provide statewide communications, and equipment and material as necessary.
- **Transportation Plan** – MDT helped prepare the Emergency Operations and Disaster Transportation Plan and uses it to identify and implement procedures to effectively respond to and recover from emergencies (disaster or incident) that occur on the Montana transportation system. Personal safety and minimizing disruption to maintenance and continued operation of the transportation infrastructure in emergency situations are key themes within the plan. The plan addresses MDT emergency planning, response, procedures & responsibilities including such things as preservation of vital records and data recovery, coordination within the agency, hazard specific responses, personal safety, and training programs. MDT collaborated with participants from various federal, state, and local agencies including direct involvement with the MT DES to help prepare this Plan.
- **Montana Multi-Hazard Mitigation Plan and Statewide Hazard Assessment** – This Plan, developed in October 2004 by the MT DES, included an assessment of needs, development of information profiles, and development of a mitigation plan for hazard assessments and vulnerabilities on Montana's transportation system. Analysis was conducted and plans were developed for terrorism and violence, fires and other hazardous material incidents, and natural disasters (earth quakes, weather). MDT was part of the planning and coordination efforts that put this plan together.

Homeland Security and All Hazards Emergency Management

The Montana Legislative Finance Committee (LFC) commissioned the *Homeland Security and All Hazards Emergency Management Plan* in June 2004. This Plan provided the LFC with an update of security preparedness in Montana. A fiscal analysis of how various programs related to homeland security funding have impacted all hazards management in the state. The key decision points considered in this Plan included:

- What has changed in Montana since September, 11, 2001?
- How are new federally funded programs for homeland security being applied in Montana?
- Will state expenditures increase due to the impacts of homeland security initiatives at the federal, state and local levels?

- Is Montana prepared for an anthrax, bioterrorism or naturally occurring disease outbreak in a rural community? And,
- How would a weapons of mass destruction threat be managed in an urban center?

The analysis contained in the Plan included a description, analysis and assessment of Montana's all hazards emergency management system; an inventory of homeland security and emergency management funding available in Montana; an illustration of the relationship between federal and state agencies in managing this system; and an analysis of fiscal issues and decision points. MDT, as it has continued to do so with other emergency and security initiatives in the state, was an active participant with the MT DES and LFC in this planning process.

Public Transportation in Montana

In Montana, public transportation in rural areas and cities with populations under 50,000 are served by various urban and rural transit systems provided by health and human service organizations. There has been a growing reliance on public transportation in Montana due to a variety of population growth, economic development, human environment, and community development factors. With this growing importance, specific security efforts, while limited, have been implemented for rural public transportation systems to include considerations for on-board passenger and driver security and plans for using public transportation (and rail) to move people in disaster situations (in coordination with the MT DES and MDT). In addition, one of the largest urban transit operators in the state, Mountain Line in Missoula, has developed a system security program plan while others are potentially developing similar plans.

■ **Draft TranPlan 21 Policy Amendments**

As highlighted earlier, many of MDT's existing actions and components of *TranPlan 21* support transportation security within the overall context of how security can impact economic development, traveler safety, access management, roadway system performance, and public transportation. In addition, MDT is an active participant in statewide security efforts through the MT DES. The intent of this Limited Amendment of *TranPlan 21* is to reflect MDT's ongoing efforts with transportation security through the inclusion of policy goals and actions that:

- Continue to promote agency coordination with the MT DES and Department of Homeland Security for purposes of long range transportation planning and state transportation improvement programming;
- Continue to address transportation security within the existing policy statements, goals, and actions for economic development, traveler safety, access management, roadway system performance, and public transportation; and

- Use both the ongoing consultations and policy initiatives to design a transportation security policy statement, goals, and actions that provide MDT with a stand alone security element of *TranPlan 21*.

Specific revisions of the current *TranPlan 21* policy goals and actions specifically related to new consultations are recommended for this Amendment for each impacted element (economic development, etc.). Through this process, MDT will continue to address transportation security as part of each Plan element. The following revised amendments are recommended.

Economic Development, Traveler Safety, Access Management, Roadway System Performance, and Public Transportation

One of the major findings of the Task 2.2 new consultations was the need for continuous interagency involvement throughout the planning process. In Task 2.2, a set of revised policy goals and actions are being integrated within the Limited Amendment of *TranPlan 21* to emphasize the need for such new consultation efforts including the continuation and promotion of MDT coordination with federal and state security agencies. These revised policy goals and actions are presented in the *Task 2.2 New Consultations* Draft Report.

The revised policy goals and actions identified for Economic Development, Traveler Safety, Access Management, Roadway Safety Performance, and Public Transportation, will be used by MDT to guide its new consultations process for the Limited Amendment of *TranPlan 21* as well as for future plan updates. As part of this consultation process, MDT's continuing participation and partnering with the MT DES, Department of Homeland Security, and other state agencies will continue to be used to promote interagency coordination regarding Montana's security, and in particular, transportation system security.

Traveler Safety

Under the Traveler Safety policy statement, a new transportation security policy statement is presented below.

- **Policy Goal C** - Provide leadership and coordinate with other Montana agencies to promote transportation system security.
- **Action C.1** - Continue to participate in agency coordination with the MT DES and Department of Homeland Security to ensure a coordinated, effective, and efficient response to transportation security issues.
- **Action C.2** - Continue to support transportation security within the policy statements, goals, and actions for economic development, traveler safety, access management, roadway system performance, and public transportation.
- **Action C.3** - Coordinate with the MT DES to actively maintain and implement a coordinated transportation security plan for responding to and recovering from emergency and disaster situations.

The design and ultimate implementation of the above policy goals and actions will be dependent on MDT's continuing efforts to coordinate with other state agencies such as the MT DES in addressing transportation system security as part of the long range planning process.